

**General Services Administration
Federal Systems Integration and Management Center**

**JUSTIFICATION FOR AN EXCEPTION TO FAIR OPPORTUNITY
UNDER IDIQ CONTRACTS
SOLICITATION GSC-QF0B-14-32892
TASK ORDER GS00Q14AJC0008**

The General Services Administration (GSA) makes this Justification for the issuance of an Exception to Fair Opportunity order pursuant to Federal Acquisition Regulation (FAR) 16.5.

a) Identification of Agency and Contracting Activity:

Client Agency:

United States Marine Corps (USMC)
2010 Henderson Road, RM 225
MCB Quantico, Virginia 22134-5000

Contracting Activity:

GSA FEDSIM Contracting Office
1800 F Street, NW
Suite 3100 (QF0B)
Washington, D.C. 20405

b) Nature and/or Description of Action Being Approved:

FEDSIM intends to award a sole source task order ALLIANT task order to:
ManTech International Corporation (ManTech),
3865 Wilson Blvd #800
Arlington, VA 22203

This sole source task order will establish a Replicated (virtual copy) Marine Corps Enterprise Network (MCEN) Tier 2/3 key information technology (IT) infrastructure within the Department of Defense (DoD) Cybersecurity Range by December 2014. This infrastructure will provide a testing platform to support required network upgrades (also referred to as normalization), so that the actual Tier 2/3 key infrastructure can meet network optimization timelines as part of a larger DoD initiative. This Replicated MCEN Tier 2/3 environment is critical to ensure that infrastructure changes can be tested thoroughly before implementation, dramatically reducing risk to the operational environment. This environment will also be used as scenario based cyber training platform for the Marine Corps.

The period of performance will be September 30, 2014 through March 30, 2015. The task order type will be Cost Plus Fixed Fee under the ALLIANT GWAC. The Government anticipates that the total estimated cost of the 6 month effort will be \$8,985,852.

c) **Description of Supplies/Services and Estimated Value:**

The objective of this task order is to develop a MCEN Tier 2/3 replicated virtual environment within the DoD Cybersecurity Range. The contractor will also provide testing, evaluation, and support for the upgrade of critical operational Tier 2/3 IT infrastructure. This virtual environment will provide a realistic test version of the operational environment to support testing of required infrastructure changes, as well as cyber training. This environment must also integrate with the DoD Cybersecurity Range Tier 1 services, so that DoD enterprise level IT services can also be tested. The requirement will also provide the necessary software licenses, and engineering support to fully replicate the actual Tier 2/3 environment's capabilities.

The specific requirements are as follows:

1) **Develop a Marine Corps Replicated Tier 2 & 3 Virtual Environment**

The contractor shall develop a virtual Marine Corps Replicated Tier 2 (enterprise services) and Tier 3 (base / post / local) environment specifically for testing and training purposes within the DoD Cyber Security Range.

2) **Marine Corps Systems Administration Government off the Shelf (GOTS) Application (SAGA) Development**

The contractor shall implement SAGA on the Replicated Tier 2/3 environment. Marine Corps SAGA will be a Marine Corps wide training platform specifically set up for training and qualifying Marine Corps cyber personnel in performing their IT security functions. This capability is integral to the Replicated Tier 2 & 3 environment and must be implemented at the same time to avoid costs and inefficiencies that would occur if done later.

3) **Support Marine Corps Exercises and Testing on the Virtual Tier 2&3 Environment**

The contractor shall support Marine Corps training, Tier 2/3 configuration changes and exercises within the Replicated Marine Corps Tier 2 & 3 environment, for Marine Corps units across the globe.

4) Support Marine Corps Virtual Tier 2&3 Environment

The contractor shall support operations and management of the TIER 2/3 hardware as well as the software license management for the replicated environment.

The estimated value of the procurement is \$8,985,852 with a period of performance of 6 months from date of award.

d) Identification of the Exception to Fair Opportunity and Rationale:

This Task Order Justification is being prepared as required by:

FAR 16.505(b)(2)(i), *Orders under multiple award contracts / Exception to fair opportunity process:*

(B) Only one awardee is capable of providing the supplies or services required at the level of quality required because the supplies or services ordered are unique or highly specialized;

- i. This task order will provide the Government with the IT services necessary to implement a virtual “copy” of the MCEN Tier 2/3 environment. This environment will allow the Government to perform validation of MCEN architectures, and perform gap analysis to support security and optimization requirements. A critical interface for the MCEN Operational Tier 2/3 infrastructure is its link to the Defense Information Systems Agency’s (DISA) Tier 1 services infrastructure. The Tier 1 infrastructure includes such critical services as email and internet connectivity for all Department of Defense organizations, including the USMC. The interoperability of Tier 2/3 with Tier 1 services are tightly coupled within the operational environments, and therefore connection of the Replicated Tier 1 and Replicated Tier 2/3 infrastructures cannot be severed. The Replicated Tier 2/3 infrastructure must also be created within the DoD sponsored Tier 1 Cybersecurity range. Use of this range for purposes such as the requirements of this task order, is mandated by the Department of the Navy, (Department of the Navy, Chief Information Officer Memorandum: Department of the Navy Cyber Range Policy Guidance, dated, February 1st, 2014). The DoD sponsored Tier 1 Cybersecurity Range is currently operated for DoD by ManTech.

- ii. Current and emerging cyber threats place the USMC's ability to perform mission tasks at risk. The USMC MCEN Unification effort has been put in place to ensure continuity of IT environments, to improve, security, efficiency, and sustainability. The effort is required by DoD Chief Information Officer Memorandum: Joint Information Environment Implementation Guidance, dated September 26, 2013. The full scope of actions needed to meet these requirements, were not discernable until the Government took full control of the Operational Tier 2/3 infrastructure in March of 2014. Since then, the USMC has moved expeditiously to obtain the services necessary to meet the requirement.
- iii. As certified by the USMC Authorizing Official (AO), the MCEN Tier 2/3 environment is required to have all components meet MCEN Unification timelines and standards, by February 2015. Failure to meet this timeline would mean that Tier 1 services would be curtailed, or degraded to ensure overall network security. This would dramatically and negatively affect all Marine Corps personnel, including those deployed in conflict zones, causing an unacceptable level of security risk to deployed personnel. The Replicated MCEN Tier 2/3 environment that will be created by this task order is critical to the Unification effort, as it will provide a valid testing platform to rapidly and safely test changes. To meet MCEN Unification timeline and allow for a timely implementation, the Replicated MCEN Tier 2/3 environment must be available by December 2014 to support testing, configuration, and gap analysis, so that the operational MCEN Tier 2/3 can be updated by Feb 2015. To allow for appropriate program lead time to meet this December deadline, this task order must be awarded by September, 2014.
- iv. In addition to allowing for the MCEN Unification timeline to be met, this task order will also implement a scenario based training platform within the construct of the virtual MCEN Tier 2/3 environment. This training platform will allow for the full training and qualification of USMC personnel so that they can effectively operate and eliminate cyber vulnerabilities in the operational networks. Currently, this capability does not exist for the MCEN Tier 2/3 environment, severely hampering the USMC's ability to train cyber personnel. Because of the intricate links between SAGA and Tier 2/3, this training platform must be implemented as part of the Replicated Tier 2/3 infrastructure. To attempt to implement SAGA and the Replicated Tier 2/3 infrastructure separately, would be highly inefficient. SAGA is not an independent capability. SAGA must be combined with each component of the Replicated Tier 2/3 environment. Creating these relationships as the Replicated Tier 2/3 is developed is most efficient. To attempt to integrate SAGA at a later date, would require portions of the Replicated Tier 2/3 to be rebuilt incurring duplication of effort and cost.

- v. ManTech is the only company with the specialized knowledge, that can perform the necessary work in the timeframe and levels of quality needed. ManTech was competitively awarded operation of DoD Tier 1 Cyber Range in November 2009. Because of Department of the Navy policy cited above, the DoD Tier 1 Cyber Range must be used for this work. ManTech has direct knowledge of both the DoD Cyber Range itself and the test Tier 1 services that will be required for interface testing. While the operational MCEN Tier 2/3 infrastructure is Government operated, ManTech operates the DoD level Tier 2/3 environment that was used as a “template” for the MCEN Tier 2/3, so they also have specific knowledge of the environment to be replicated. Additionally, ManTech implemented the SAGA training set of tools for the US Navy and has direct and specific experience of how to perform the work for the MCEN Replicated Tier 2/3. Therefore, ManTech is the only contractor who is able to complete the implementation of the requirements within the timeframes and quality needed. With its knowledge of SAGA, ManTech will develop the configurations and Government will acquire these configurations so that there is no barrier to a follow-on competition of this work.
- vi. While market research reveals that under the Alliant GWAC there are several companies who could perform work with infrastructure and cyber training environment upgrades, none except ManTech have the specialized knowledge necessary to start work in September. In order for other companies to perform the work, they would need time to acquire this specialized knowledge or the quality of their work would be at risk due to lack of knowledge. The soonest another company could be selected and acquire the specialized knowledge would not meet the timeframes required by the Government.

FEDSIM estimates that an acquisition for a fully competed task order to perform this work, would take a minimum of five to six months. The delay would create unacceptable levels of risk to the actual MCEN Tier 2/3 environment, because required normalization timelines would be missed. Therefore the sole source task order is for 6 months so that work on the immediate requirements can start. This will then allow GSA FEDSIM to award a competitive ALLIANT task order estimated to have a value of \$200 million for follow-on services. The follow on work is planned to have a 1 year base period with 3 one year option periods. GSA FEDSIM is estimating it will take 5 months to award the follow on task order and will require one additional month for the transition period. The sole-source task order and follow-on order will also have appropriate data-rights protections to ensure that multiple competitors will be able to acquire the specialized knowledge and configurations required to support the Tier 2/3 and the scenario based platform environments going forward.

e) **Findings to Support the Determination That the Anticipated Cost Will Be Fair and Reasonable:**

To ensure that the anticipated cost to the Government will be fair and reasonable, the Contracting Officer will evaluate the cost elements and fixed fees of ManTech's proposed cost for the sole source task order to ensure that the proposed costs are fair and reasonable.

As this will be a CPFF task order, the Contracting Officer (CO) will conduct a cost analysis of the direct labor and indirect rates proposed by ManTech. A rate verification will be provided by the Defense Contract Audit Agency (DCAA) to ensure that the ManTech cost proposal is based upon DCAA approved forward pricing rates, as required by cost accounting standards. The CO will also compare proposed hourly rates to the benchmark rate structure of the underlying ManTech Alliant contract. Post award, invoices will be verified against ManTech's DCAA approved billing rates.

f) Other Facts Supporting the Justification

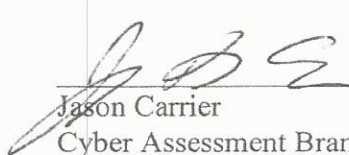
All facts are set forth in section d) above.

g) Statement of Actions, if any, GSA may take to remove or overcome any barriers that led to the exception to fair opportunity before any subsequent acquisition for the supplies or services is made.

This sole source acquisition is a task order for the USMC to meet the timeline to stand up an operational Replicated MCEN Tier 2/3 key infrastructure. This sole source task order has been planned around the minimum length of time needed to meet Government immediate requirements, while allowing for a future competed acquisition. A competitive procurement will be issued under the ALLIANT GWAC concurrently with an estimated award in February, 2015. A one month transition period is required. The period of performance will be a one year base period plus 3 one year options. The estimated value is \$200 million.

h) Evidence that any supporting data that is the responsibility of technical or requirements personnel and which forms a basis for the justification have been certified as complete and accurate by the technical or requirements personnel.

I hereby certify that any supporting data which is the responsibility of technical or requirements personnel, such as verifying the Government's minimum needs or requirements or other rationale for an exception to fair opportunity, which forms a basis for this justification are complete and accurate.



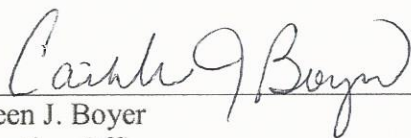
Jason Carrier
Cyber Assessment Branch Head
Headquarters USMC, C4CY

08/28/2014
Date

Technical facts are true and correct: I hereby certify that the supporting

i) Signature of Authorized Officials:

I hereby certify that the Justification is accurate and complete to the best of my knowledge and belief, and determine on the basis of the findings above that the exception to fair opportunity is in accordance with the requirements, and is in the best interest of the Government.



Cathleen J. Boyer
Contracting Officer
FEDSIM Acquisition, Defense

8/28/14
Date

Lisa Grant, Competition Advocate

Date

Attachment: Marine Corps Authorizing Official memo, dated Aug. 08, 2014,
sub: Marine Corps Enterprise Network Tier 2/3 Rationale